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AUTHOR Gaynor, Joni R.; And Others
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ABSTRACT

Programs to reduce alcohol, tobacco, and other drug (ATOD) use among in-school youth rely on services and contributions from local law enforcement agencies, public health agencies, community-based organizations, volunteers, and parents, who are often overlooked by researchers and policymakers. This paper examines the efforts of these contributing stakeholders from a programmatic and economic perspective, conducting a cost analysis of California's Drug, Alcohol, and Tobacco Education (DATE) programs. Levin's (1982) ingredients method of costing educational interventions was used to analyze the actual cost of DATE in 115 California school districts. Data were obtained from a mailed survey of DATE coordinators at 120 school districts receiving DATE funds and followup telephone interviews. Findings indicate that to fund their DATE programs, school districts relied on other resources almost as much as the state stakeholders. In general, state funds were used to buy curriculum and materials and to hire and train staff. Funding from other sources filled in the missing pieces. This paper suggests a methodology for evaluating efforts often overlooked in program evaluation. Because districts were asked to identify ingredients of their program, as well as who paid for or donated resources, it was possible to report what resources were spent on which ingredients as well as who contributed the resources. A conclusion is that school-community cooperation is essential for successful treatment and cost effectiveness. Four figures and the program cost worksheet are included. (LMI)

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Recognizing the Role of Stakeholders In Drug, Alcohol, and Tobacco Prevention And Reduction Programs

Joni R. Gaynor, Karen H. Quartz, Denise M. Houle, Clifford R. Carr, and Frank S. Romero

Southwest Regional Laboratory

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Preventing and reducing alcohol, tobacco, and other drug (ATOD) use among in-school youth demands a comprehensive intervention that relies on the efforts of multiple stakeholders. School districts alone cannot provide programs with the time, staff, and resources necessary to meet the needs of all students. The programs, for example, also must rely on services and contributions from local law enforcement agencies, city and county public health agencies, community-based organizations, volunteers, and parents. Unfortunately, these other contributing stakeholders (i.e., those who have a stake or investment in the program), often are overlooked by researchers and evaluators and taken for granted by policymakers. The purpose of this paper is to examine the efforts of these stakeholders from a programmatic and an economic perspective—the latter of which are rarely recognized. We discuss possible reasons for this oversight and suggest a method for evaluating the contributions received from these other stakeholders. We substantiate our claims using data from an evaluation of California's Drug, Alcohol, and Tobacco Education (DATE) programs.

Description of the DATE Program

California's DATE program is aimed at reducing student ATOD use. The goal of DATE is to reduce student ATOD use through effective strategies that expand and enhance the quality of California's prevention education. To accomplish this goal, California school districts receive funding for DATE services from three initiatives: (a) Tobacco-Use Prevention Education Program (TUPE); (b) Drug-Free Schools and Communities (DFSC); and (c) Comprehensive Alcohol and Drug Prevention Education (CADPE) programs . The sponsoring agencies[1] of DATE endorse a comprehensive approach to prevention education and, therefore, districts receiving funds were required to address the following nine program components:

- planning;
- school policy;
- staff in-service;
- curriculum;
- positive alternative activities for student recreation, and social development;
- student intervention;
- parent involvement;
- community involvement (including law enforcement involvement); and
- evaluation.

Although school districts were required to address these components, they also had the autonomy to develop services that met the needs of their students and community. For example,

[1]The DATE program is administered by the California Department of Education (CDE) in cooperation with the Office of Criminal Justice Planning (OCJP), Department of Alcohol and Drug Programs (DADP), and the Department of Health Services (DHS).

topics for the staff in-service component varied from parenting skills, to effects and consequences of substance abuse, to curricula training. Similarly, districts' positive alternative activities for students varied from recreational sports, to visual and performing arts, to ATOD-free social events. Moreover, these components often overlapped. For instance, community police officers often were trained to deliver curricula to students (e.g., Drug Alcohol Resistance Education, DARE), as well as provide parents with knowledge about identifying ATOD abuse. To implement such a comprehensive program, the school districts worked with many community professionals, consultants, and agencies (e.g., county and city law enforcement agencies, county departments of health). The cost of the services provided by these agencies must be computed into the total cost of the program, regardless of whether their associated costs were included in the proposed budget.

The Southwest Regional Laboratory (SWRL) was contracted by the Office of Healthy Kids, Healthy California, California Department of Education (CDE), to evaluate the DATE program for three consecutive years. One intent of the second year's evaluation was to provide policymakers and program administrators with information that would help them improve DATE programs in California schools. For policymakers and program administrators to make an accurate assessment of DATE programs, they need information regarding the actual cost of these programs. Therefore, a cost analysis of California's DATE programs was conducted as part of SWRL's evaluation. Recent budget cutbacks at the state level (e.g., the elimination of Comprehensive Alcohol and Drug Prevention Education program funds for 1992-93) make assessing the cost of DATE programs even more vital.

The purpose of the cost analysis was to go beyond a typical budgetary accounting of program funds by considering costs from all of the sources that contributed to DATE activities. We wanted to give policymakers and program administrators an accurate picture of how much the DATE programs in California cost to implement. That is, we examined the comprehensive cost of the DATE programs rather than simply accounting for the proposed budgeted cost. In addition, SWRL identified all of the major stakeholders, as well as the extent of their support of DATE.

Justification for Assessing the Actual Cost of DATE

Typically the amount of money allocated to specific programs from grants or contracts is based on the amount of funding available, rather than a detailed analysis of total program costs. Those competing for grants often propose the most amount of work—sometimes an unreasonable amount—for the lowest possible cost. State and federal funding agencies, however, often authorize inadequate funding for programs and hope that the discrepancy is covered by

promoting community buy-in. Nevertheless, the end result usually is an underbudgeted program. That is, the program is accompanied by an abundance of additional costs that are not documented as program costs because they were not covered by the original budget; therefore, these costs are not calculated into the total cost of the program. These unrecognized and undocumented program costs make it very difficult to conduct a valid analysis of the program's cost.

Program costs also are overlooked because people fail to recognize that the cost of an intervention is not limited to the monetary transactions recorded in budgetary line items. Rather, framing costs in economic terms requires assessing program ingredients in terms of the opportunity forgone to run the program—the ingredients' most valuable alternative use (Levin, 1983; Quartz, 1992). Consider, for example, a counselor who is employed by the county department of mental health, and the county donates the counselor's time one day a week to work with students on campus. The counselor's time, in this case, was not compensated with the district's DATE funds; however, from an economic point of view that time still has a cost that is represented in terms of the opportunity foregone (i.e., opportunity cost). By not recognizing this time as a cost of the program, the actual cost of the program is understated.

Why must we recognize these costs that are so commonly overlooked? The most obvious reason is that if a service is recognized as part of the program, the cost of the service must be assessed to accurately represent the total cost of services provided by the program. Consider the previous example of the counselor from the county department of mental health who volunteered to counsel students one day a week. Most likely, if this volunteer did not provide this service the program would either abolish the service or rely on someone else, such as a school counselor. In a typical budgetary accounting of program funds, the cost of the school counselor's time would be calculated into the total program cost because it represents a budget line item. When possible, researchers and evaluators should collect information about volunteer or uncompensated time, compute the opportunity cost of that time, and add that amount into the total cost of the program.

The least obvious reason for recognizing these overlooked costs is that most school-based programs must be supported by broad action from the community to have an effect (Austin, 1988; California Department of Education, 1990). The most effective prevention and intervention programs, for example, are those that include all sectors of the community—law enforcement, community-based organizations (e.g., YMCA, counseling services), community volunteers, and parents. This assumption also underlies the broader movement toward educational reform through decentralization and interagency collaboration, which, in turn, emphasizes the importance of garnering the local support outside of the school.

Costing Method

To successfully implement DATE as a comprehensive program, the districts needed to collaborate with many individuals, including school and district personnel, parents, law enforcement agencies, various county offices, and other community representatives. To capture the cost of all of these contributions, the DATE cost analysis was guided by Levin's (1983) ingredients method of costing educational interventions. This method states that all interventions have identifiable program ingredients, which, in turn, have a value or cost. By identifying the appropriate program ingredients and their costs, we can determine patterns in the actual cost of DATE programs.

This method of data collection is represented in the cost worksheet (Appendix A). The components of the worksheet were the program ingredients (represented in the column on the left) and the stakeholders or funding sources (represented across the top row).

Program Ingredients

The program ingredients included in the cost analysis were designed to reflect various resources common to DATE programs and the interests of primary stakeholders. The program ingredients used in the cost analysis were grouped into the five categories below.

1. Personnel. Any district staff member who spent time on DATE-related activities was included in this category.[2] Time that teachers were released from their classroom responsibilities to attend a DATE activity was included in this category (i.e., released time).

2. Community professionals, consultants, and agencies. Other professionals contracted by the district for DATE-related activities, such as law enforcement and private counseling agencies, were included in this category.

3. Stipends, and materials and equipment. Stipends are a form of reimbursement for teachers and other staff who participated in DATE-related activities scheduled outside of their regular teaching day, such as workshops, trainings, or meetings. Materials and equipment referred to all instructional materials and equipment purchased for DATE (e.g., books, video equipment, photocopies).

4. Travel for conferences, workshops, and meetings. All costs associated with DATE-related conferences, workshops, and meetings (e.g., mileage, air fare, hotel) were included in this category.

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[2]Ideally, all of the time teachers spend on DATE should be considered in the cost analysis, including time spent delivering curricula to students and time spent participating in trainings. Unfortunately, in this analysis we were unable to cost the time that teachers actually spent delivering curricula to students. We plan to collect this data in the third year's evaluation. In addition, if teachers were given released time or a stipend for their participation in trainings, we considered this in the analysis. However, we could not account for the nonreleased time or uncompensated time that teachers may have spent participating in trainings.

5. Other. Course fees, registration fees, and rental of facilities were examples of other ingredients.

Standardized Costs

As with most educational interventions, staff time represented the greatest cost (Levin, 1983). Typically staff members spend much more time on an educational intervention project than the time proposed in the budget. Because of its significance, the cost analysis examined the personnel ingredient in greater detail than the other four ingredients. For example, to account for differences in salaries and regional costs of living across the state, all district personnel costs were standardized. To do this, we asked DATE coordinators and directors of finance to indicate the actual percentage of time individual staff members spent on DATE. We instructed them to indicate *actual* time rather than *budgeted* time so we could present policymakers and program administrators with an accurate illustration of the cost of staff time.

To calculate the standardized cost of a staff member's time, the percentage of time a staff member spent on DATE was multiplied by a standardized salary for that person's pay title. This standardized salary was taken from a report titled, *Salaries and Wages in California Public Schools*, published by the Association of California School Administrators (ACSA) and the Educational Research Service (ERS). This report provides the most recent compilation of wages and salaries for standard district staff in the state. Because *Salaries and Wages* did not include staff benefits we added an estimated 20% of the salary, as suggested by the California Teachers Association (*CNTP Year Two Report*, June 1991). Although these figures varied across the state, the California Teachers Association estimated state retirement benefits at 8.25%, unemployment and workers' compensation at 2%, and health and welfare at 10%.

DATE coordinators and directors of finance also were asked to indicate the total number of DATE-related released days provided to teachers in their district during the 1991-92 school year so that they could attend various in-services. Standardized costs of this time were then calculated by multiplying the 1990-91 standard substitute salary by the increase in average salaries and wages from 1990-91 to 1991-92 in California, which ACSA reports as 5.4%.[3] To calculate the true cost of this time, the difference between the salary of a substitute teacher and that of a full-time teacher must be considered. ACSA included benefits in the substitute teachers' daily rates, thus the additional 20% for benefits was not added to the substitute teachers' daily rate. Figure 1 illustrates the formula used to calculate standardized costs.

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[3]At the time these data were collected, the 1991-92 ACSA report was not available. Therefore, we relied on figures from the 1990-91 report and added the increase in average salaries and wages from 1990-91 to 1991-92.

Figure 1
Formula Used To Calculate Standardized Cost of Staff Time

(% of time) * (standardized salary + 20% benefits) = standardized cost of staff time

The *Salaries and Wages* report provided salaries for typical district professionals and support staff only. This report did not provide standardized salaries for community professionals, consultants, and agencies contracted by a district (e.g., law officers). Therefore, SWRL staff members were unable to obtain standardized salaries for these personnel. To calculate the costs of their time, we asked the DATE coordinator or director of finance to provide the dollar amount paid to these personnel, rather than the percentage of time they spent on DATE. Similarly, because the title of DATE coordinator was not a typical pay title in most districts and *Salaries and Wages* did not include a salary for this position, respondents were asked to indicate their pay title within the district (e.g., teacher on special assignment, staff development coordinator). Using the *Salaries and Wages* report, we calculated a mean salary for the DATE coordinator position, and this salary was applied in the formula depicted in Figure 1.

Stakeholders

In addition to identifying program ingredients, the costs associated with these ingredients were distributed across funding sources or stakeholders. The stakeholders represent those who have an investment or "stake" in DATE. Obvious stakeholders are the three state funding initiatives, TUPE, DFSC, and CADPE, and the agencies that coordinate these funds. The less obvious stakeholders are those contributing time, facilities, donations, and other resources to DATE programs. The interests of all stakeholders must be taken into account and analyzed to accurately depict the true cost of the DATE programs in California.

Respondents

SWRL asked 120 California school districts to participate in the cost analysis. Although one district refused to participate, SWRL received completed worksheets from 115 districts for a response rate of 96%. Each school district receiving DATE funds was required to have a DATE coordinator who was responsible for monitoring the budget and the program and making decisions regarding DATE. Therefore, SWRL asked the DATE coordinator to be responsible for

completing and returning the instruments. However, given the nature of the data requested, the DATE coordinator often had to obtain information from the director of finance. In some cases the DATE coordinator provided all of the cost data, and in other cases they were provided by the director of finance or both.

For each district, SWRL staff conducted follow-up telephone calls with the person who provided the data. Follow-up calls were necessary for two reasons. First, in some cases we needed to clarify the data or resolve discrepancies (e.g., notes that had been written in the margins, extreme values). These telephone calls sometimes lasted 15-20 minutes. In other cases, the follow-up calls lasted one hour and, in a few cases, lasted two hours. Second, these follow-ups helped to verify that each district reported the data in the same manner to ensure the validity of the data. SWRL staff completed follow-up telephone interviews with 102 of the 115 districts (89%). The sample in the cost analysis consisted of these 102 districts.

Instrument

To obtain the information described above in the Costing Method section, SWRL developed a three-page cost worksheet. The worksheet was structured into standard budget categories including district personnel, community professionals, stipends, materials and equipment, and travel. In addition, the cost worksheet included a section related to the various funding sources or stakeholders.

The first two pages of the cost worksheet were designed to obtain the total percentage of time typical district personnel spent on DATE and what percentage of that time was paid for or contributed by TUPE, DFSC, CADPE, or other funding sources. For the purpose of the cost analysis, the district personnel were broken down into six categories. Under each of these categories, a list of job titles was provided. The district personnel categories and job titles were:

- **Coordinators**
  DATE coordinator, TUPE coordinator, DFSC coordinator, and CADPE coordinator
- **Central Office Staff**
  superintendent, deputy/associate superintendent, administrator for instructional services, administrator for curricula, administrator for public relations, administrator for business and finance, administrator for staff personnel services, administrator for special projects, staff development coordinator, and other
- **School Administrators**
  principal and assistant principals
- **Auxiliary District Personnel**
  counselors, nurses, and other
- **Secretarial/Clerical Personnel**
  central office-level secretaries, school building-level secretaries, and other
- **Other Support Personnel**
  teachers, instructional teacher aides, noninstructional teacher aides, and other

In addition to the six standard district personnel categories listed above, the cost worksheet included a section regarding the number of DATE-related released days provided to teachers and which stakeholders paid for them.

The second portion of the cost worksheet included a list of budget items for other program ingredients. This required respondents to indicate the amount of each item that was paid for by TUPE, DFSC, CADPE, or other funding sources. These budget items were divided into five categories, with items listed under each category:

- **Community Professionals, Consultants, and Agencies**
  law enforcement, fire department/paramedics, county department of health services, county department of mental health, private counseling agencies, private health care agencies, parents, and other
- **Stipends**
  participation stipend and materials stipend
- **Materials and Equipment**
  instructional and administrative
- **Travel**
  conferences/workshops/meetings
- **Other**
  conference and course fees, facilities, and food

In summary, DATE coordinators or directors of finance were asked to complete a cost worksheet. The worksheet included five program ingredient categories with various items contained under each category. For the personnel ingredient category, DATE coordinators or directors of finance were asked to indicate actual percentage of time staff members spent on DATE. The time spent was then converted to a standardized cost, as described in the formula in Figure 1. For nonstandard district personnel for whom we did not have standardized salaries, we obtained the actual dollar amount paid to these individuals. In addition, we asked for actual dollars spent on items in the other four ingredient categories because these items could not be standardized. Finally, we obtained the amount of money and percentage of the time paid for or contributed by each of the stakeholders (i.e., TUPE, DFSC, CADPE, other stakeholders).

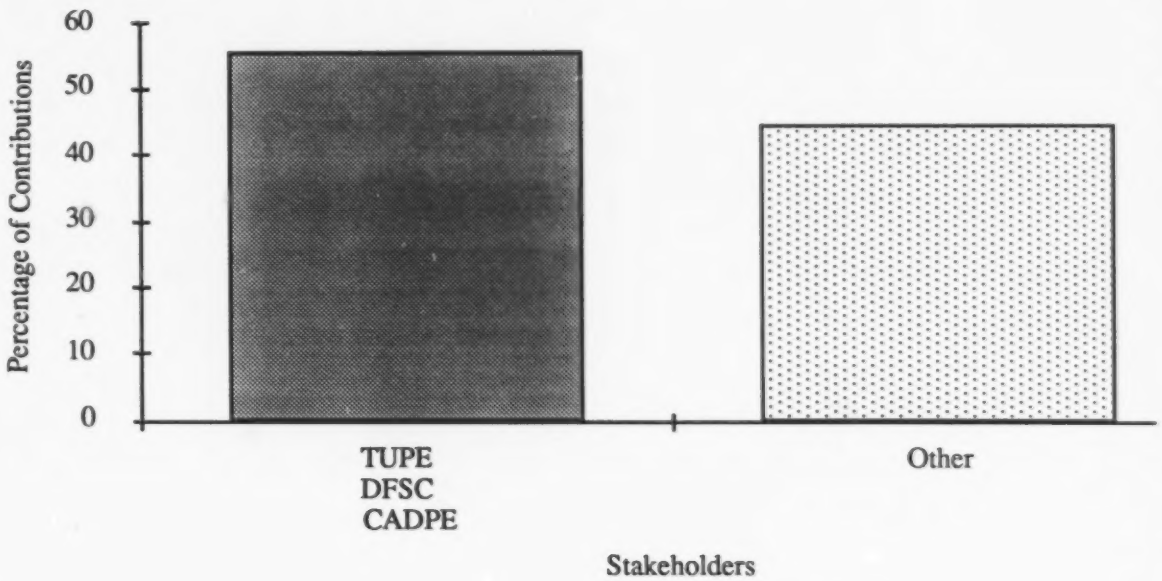
Related Findings and Discussion

This paper will focus on findings that relate to the contributions made by the other stakeholders. For a complete description of the findings, refer to the *Drug, Alcohol, And Tobacco Education Evaluation; Second-year Interim Evaluation Report* (Romero et. al, draft—January 1993).

Stakeholders and Their Support

Although all of the stakeholders made a significant contribution to California's DATE programs, the most interesting finding was that 44% of the total money spent on DATE programs during the 1991-92 school year was received from stakeholders other than the three state funding initiatives. Each of the state stakeholders contributed between 15% and 23% of the money spent on DATE programs during the 1991-92 school year, with an overall state contribution of 56%. In other words, to fund their DATE programs, school districts relied on other resources almost as much as the state stakeholders (Figure 2).

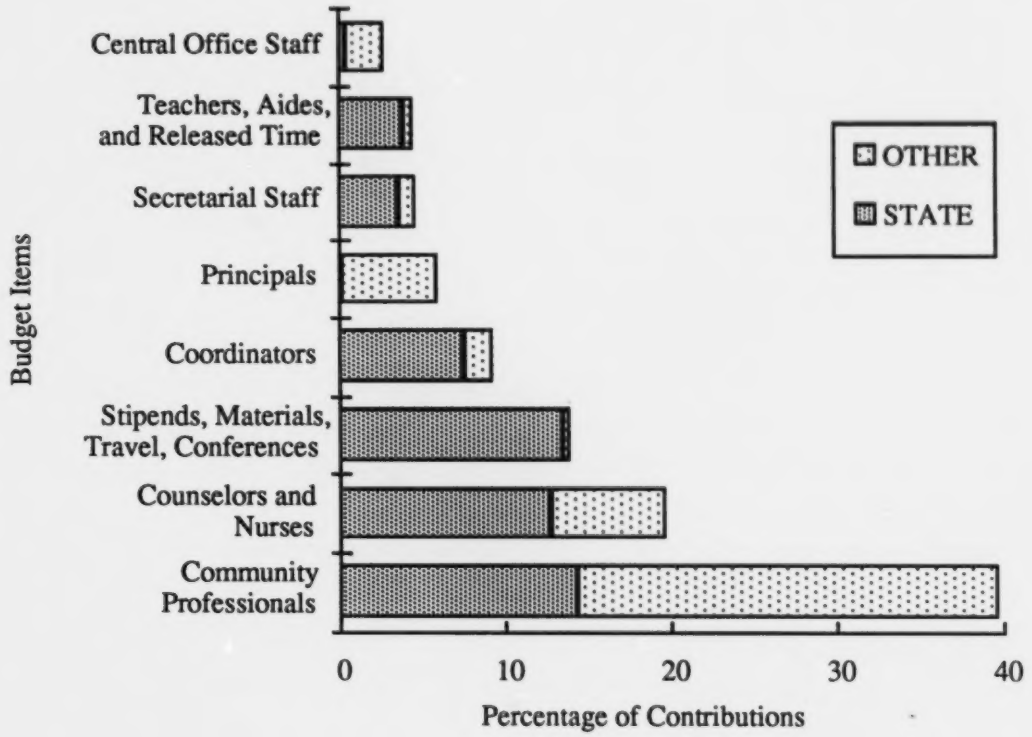
Figure 2
Total State and Other Stakeholders' Contribution to the Cost of DATE Programs



Districts used contributions from all of the stakeholders to pay for each of the budget items in the program ingredients; however, there were a few differences in the ways districts used state funding versus funding from the other stakeholders. Districts usually used state funds to buy materials and curriculum, as well as to hire and train staff. For example, a typical training or workshop required paying teachers a stipend or paying for released time, providing appropriate materials and secretarial time, and having appropriate staff deliver and receive the training or workshop. Districts tended to use state funding to pay for these trainings and workshops and other DATE-related activities. Funding from other stakeholders was typically used to pay for

staff time—of both district personnel and community professionals, consultants, and agencies (Figure 3).

Figure 3
The Distribution of Other Stakeholders' Versus State Stakeholders' Contributions to DATE Programs



The Other Stakeholders

Who were these other stakeholders? In some cases, different state and federal grants represented the other stakeholders. Districts often received funding from state and federal sources other than TUPE, DFSC, and CADPE. For example, some districts received state funding from the Office of Criminal and Justice Planning (OCJP) for purposes such as Gang Violence Suppression grants. Other districts received additional CADPE money in the form of a High Risk supplement. Federal funding for some districts included Drug-Free Schools Personal Training Program grants or Economic Impact Aid. Because DATE was a comprehensive prevention and intervention ATOD program that incorporated dynamics of high-risk behavior, it is not surprising that districts supplemented the DATE program with services provided by other state and federal funds.

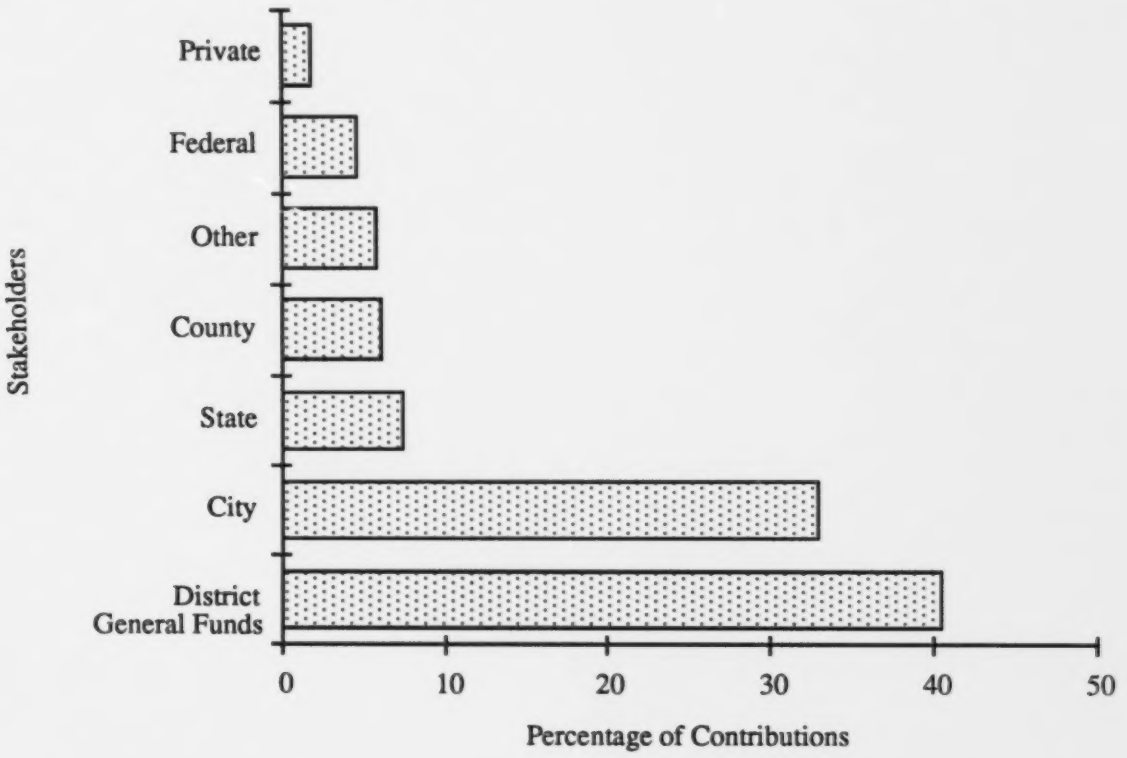
While some of these stakeholders were the state and federal government, many others were members of the community. For example, some districts received resources from private donations by organizations such as Kaiser or the Jonsson Comprehensive Cancer Center at the University of California, Los Angeles. In one district the supermarket chain, Lucky Food Centers, sponsored an anti-ATOD message coloring contest on shopping bags as part of Red Ribbon Week. Also, in some districts the county also had a stake in local DATE programs and contributed services through many county departments such as county police departments, departments of mental health, and offices of education. For example, counselors from the county departments of mental health assisted students with problems, served on referral committees to identify potential ATOD users, and worked with teachers on identifying signs and symptoms of substance abuse. Interestingly, offices of education had roles that varied from coordinating the distribution of funds, to recommending curricula, to assisting in ATOD policy development and refinement.

The city was another community stakeholder of DATE programs. The city played a role probably because many of the districts had a large law enforcement component as part of their DATE program, and the city police departments provided services for this component. For example, some city police departments "matched" the amount of an officer's time paid for by the district. If a district paid for one full-time officer to deliver a curriculum titled Drug Alcohol Resistance Education (DARE), the city donated an additional DARE officer to the district. In other districts the city police department was actively involved in activities and participated in Student Assistance Referral Boards (SARBs), invited as guest speakers, served as members of policy and action teams, and patrolled campuses. In fact, one DATE staff member stated, "I think the officer is making the magic. I've had more parents say, 'I don't care what you cut, don't cut the DARE program.' I've had the city say, 'I don't care, we're going to find the money for it.' And, I've had the Board say, 'I don't care what we have to cut, this is one we're going to keep.'" Other districts stated that they, too, had strong working relationships with the police officers. As Figure 4 shows, the city represented 33% of the other stakeholders' contributions spent by the districts during the school year.

The school districts represented 40% of the other stakeholders' resources spent by the districts. At first glance this is surprising because school districts are not typically labeled "stakeholders" of educational interventions. However, when school staff members spend time implementing an educational intervention and the district pays for that time with its general funds, the district becomes a stakeholder. For example, principals often spent a percentage of their time monitoring the DATE program activities or ensuring that DATE programs were being implemented properly within their school. This may have required making decisions, visiting classrooms, or handing out diplomas at a DARE graduation. Although this time may not have

been included in the district's proposed DATE budget, the time spent on DATE-related activities was a cost of the DATE program and, therefore, was considered in the cost analysis.

Figure 4
The Distribution of the Other Stakeholders' Contributions to California DATE Programs



That DATE programs received contributions from stakeholders other than the state is not surprising, given that the DATE application required districts to have community involvement and intervention components. To meet these requirements, districts often chose to involve local law enforcement agencies, counseling agencies, and community professionals. Furthermore, it is not uncommon for other educational intervention programs to rely on multiple stakeholders for resources. For instance, Isher and Edelfelt (1989) found that teacher induction programs across the country receive contributions from a variety of stakeholders. In addition, the idea of multiple stakeholders is consistent with the drive toward educational reform and partnerships between the education system and communities and businesses.

The Other Stakeholders' Contributions

Interestingly, the state stakeholders did not pay for the time principals spent on DATE; instead districts relied on the other stakeholders to pay for this time. Typically, principals' time was paid for by the school districts' own general funds. This also is true for the small amount of time central office staff spent on DATE. Moreover, although districts used some funding from the state to pay for community professionals, consultants, and agencies, they relied mainly on the other stakeholders for services from these professionals (Figure 3). These professionals consisted largely of law enforcement agencies, private counseling agencies, and other professionals such as consultants and guest speakers. Examples of guest speakers were previous convicted drunk drivers who spoke to the students about their experiences, recovering ATOD users who shared with students their struggle to remain abstinent, and narcotic officers who explained the different ATOD effects on the body.

Spending of other stakeholders' funds was found to be moderately related to district size. As district size increased, per-student spending of other stakeholders' funds decreased probably because, proportionally, the larger districts couldn't draw the same amount of support from outside sources as compared to the smaller districts. For example, a police officer attending a DATE-related event will "cost" more per student in a district where enrollment is small, whereas the same police officer will "cost" much less per student in a district with a large enrollment. This correlation of -0.33 was significant at the .01 level.

Interpretation of Findings

When interpreting the findings, we must keep in mind a few key issues. For example, DATE programs across the state consisted of contributions by all of the stakeholders. No contribution made by a stakeholder was more important than another. Rather, contributions received by the district from the various stakeholders were simply used to support different parts of the DATE programs. Generally, state funds were used to buy curriculum and materials, as well as hire and train staff. Funding received from the other stakeholders filled in the missing pieces. For example, in some districts the city contributed law officers, the county contributed mental health and social services, and the district contributed some staff time. Nevertheless, it is virtually impossible to say that any single contribution was more important than another.

Consider the analogy of making a pie. It takes several ingredients to make a delicious pie. If you substitute an ingredient, you risk altering the taste or consistency of the pie. The make-up of the DATE program is similar to making a pie. If you eliminate or substitute any one ingredient (i.e., a stakeholder or funding source), you risk altering the program. For example, a reduction in funds allocated to school districts will most likely alter the functioning of the DATE

programs. The combination of state, federal, county, city, and private stakeholders, as well as the school district's general funds, created the DATE programs.

Although the cost data are accurate, they represent the *minimum* cost of California DATE programs. That is, accounting for every cent spent on any educational intervention is difficult, if not impossible. For example, accounting for all of the volunteer time or uncompensated time that various staff spent on DATE during the school year was virtually impossible. What about the time staff spent on a weekend reading over new curricula or planning a DARE graduation? How do we convert the time parents spent making ribbons for Red Ribbon Week into dollars?[4] . For instance, we could only account for a very small portion of money paid to parents for their time spent on DATE. However, this should not be a reflection of the amount of time parents dedicated to the DATE program. Most parents volunteered their time and, as mentioned, it was difficult to collect the necessary data to capture the cost of this volunteer time. Collecting this type of data is very difficult, and we simply could not account for every minute or every dollar spent on DATE. Therefore, the costs reported for the DATE evaluation are the minimum cost of California DATE programs. The methodology suggested in this paper is, however, one step closer to estimating the real cost of DATE programs.

Educational Significance

The main contribution of this paper is to suggest a methodology for evaluating efforts put forth by community stakeholders that are so often overlooked in program evaluation. Typically, cost evaluations assess how funds of the sponsoring agencies were spent. For example, did the districts spend the state funds primarily on staff time, released days to attend training, on materials? Because we asked the districts to identify ingredients of their program, as well as who paid for or donated the resources for those ingredients, we were able to report what resources were spent on which ingredients as well as who contributed the resources. This was necessary because our goal was to assess the *actual* cost of DATE. Policymakers and program administrators need this precise information to make an accurate assessment of the programs. In addition, recognizing stakeholders other than the state is even more vital if there are plans to replicate the program. Educators, California legislators, state and local officials, and the public should know who, in addition to school district personnel, is involved in these programs, what

[4]If we could estimate the volunteer or uncompensated time, we could calculate the opportunity costs and add this amount to the total cost of the program. Opportunity costs represent the sacrifice of what has been foregone (Levin, 1983). That is, opportunity costs are represented by what is foregone because resources were not used in their most valuable alternative use. For example, when teachers spend a Saturday reviewing new curricula, they have sacrificed their private time. Technically, this time should be represented in terms of opportunity costs. By including opportunity costs we would have been considering the costs to teachers, parents, staff, and others involved in DATE.

they do for the programs, and how their efforts translate into economic terms.

As mentioned previously, the data revealed that it is more than just the resources from the local program initiatives that contributed to the school districts' DATE programs. There are many possible reasons why the school districts received such a large contribution from these other stakeholders. One reason may be that to receive funds the districts were required to implement a comprehensive program that offered, among other components, community involvement, parent involvement, alternative activities, and law enforcement. To meet this requirement the districts had to involve representatives from the community and local agencies. Another reason for these contributions may be that given the drastic cuts in education funding from both the state and federal level, districts were forced to turn elsewhere for resources. A third explanation is that given the movement toward educational reform through decentralization and interagency collaboration, the districts garnered local support outside the school. Finally, the reliance on these other stakeholders may have existed for years, but the methodology typically used in such evaluations did not assess this support.

Regardless of why this support from other stakeholders exists, it is our view that this support is essential. Schools and communities need to work together for each of them to prosper. For instance, we know that the costs associated with prevention, intervention, and treatment of programs escalate progressively. That is, the cost of intervening with a student for whom the prevention component of a program failed is more expensive than if the prevention component had been successful. The cost of treatment for a student for whom both the prevention and intervention components failed is even more expensive. However, if we can be successful in the prevention and/or intervention program components, the schools and community will both benefit because the costs associated with treatment will be forgone. Considering the benefits, and the fact that typically both the schools and the community are faced with similar problems, it is in each of their best interest to cooperate with one another.

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Appendix 1

Program Cost Worksheet

1991-92 District DATE Cost Worksheet

(Actual Expenditures)

Standard District Personnel	*TOTAL* % of Time on DATE	% of Total Time Paid by TUPE	% of Total Time Paid by DFSC	% of Total Time Paid by CADPE	% of Total Time Paid by Other	Indicate the Source of the Other Grant	% of Total Time Paid By Other	Indicate the Source of the Other Grant
I. Coordinators								
DATE Coordinator (Multiple? ☐)	___%	___%	___%	___%	___%	_____	___%	_____
TUPE Coordinator	___%	___%	___%	___%	___%	_____	___%	_____
DFSC Coordinator	___%	___%	___%	___%	___%	_____	___%	_____
CADPE Coordinator	___%	___%	___%	___%	___%	_____	___%	_____
II. Central Office Staff								
Superintendent	___%	___%	___%	___%	___%	_____	___%	_____
Deputy/Assoc. Superintendent	___%	___%	___%	___%	___%	_____	___%	_____
Administrator for Instructional Services	___%	___%	___%	___%	___%	_____	___%	_____
Administrator for Curricula	___%	___%	___%	___%	___%	_____	___%	_____
Administrator for Public Relations	___%	___%	___%	___%	___%	_____	___%	_____
Administrator for Business and Finance	___%	___%	___%	___%	___%	_____	___%	_____
Administrator for Staff Personnel Services	___%	___%	___%	___%	___%	_____	___%	_____
Administrator for Special Projects	___%	___%	___%	___%	___%	_____	___%	_____
Staff Development Coordinator	___%	___%	___%	___%	___%	_____	___%	_____
Other (specify:)_____	___%	___%	___%	___%	___%	_____	___%	_____
III. School Administrators								
Principal	___%	___%	___%	___%	___%	_____	___%	_____
Assistant Principal 1	___%	___%	___%	___%	___%	_____	___%	_____
Assistant Principal 2	___%	___%	___%	___%	___%	_____	___%	_____
Assistant Principal 3	___%	___%	___%	___%	___%	_____	___%	_____
Other (specify:)_____	___%	___%	___%	___%	___%	_____	___%	_____

Completed by: 21 Title: _____ District Name: 22

Standard District Personnel	*TOTAL* % of Time on DATE	% of Total Time Paid by TUPE	% of Total Time Paid by DFSC	% of Total Time Paid by CADPE	% of Total Time Paid by Other	Indicate the Source of the Other Grant	% of Total Time Paid By Other	Indicate the Source of the Other Grant
IV. Auxiliary District Personnel								
Counselor 1	___%	___%	___%	___%	___%	_____	___%	_____
Counselor 2	___%	___%	___%	___%	___%	_____	___%	_____
Counselor 3	___%	___%	___%	___%	___%	_____	___%	_____
School Nurse 1	___%	___%	___%	___%	___%	_____	___%	_____
School Nurse 2	___%	___%	___%	___%	___%	_____	___%	_____
School Nurse 3	___%	___%	___%	___%	___%	_____	___%	_____
Other (specify:)_____	___%	___%	___%	___%	___%	_____	___%	_____
Other (specify:)_____	___%	___%	___%	___%	___%	_____	___%	_____
V. Secretarial/Clerical Personnel								
Central Office Level Secretary 1	___%	___%	___%	___%	___%	_____	___%	_____
Central Office Level Secretary 2	___%	___%	___%	___%	___%	_____	___%	_____
School Building Level Secretary 1	___%	___%	___%	___%	___%	_____	___%	_____
School Building Level Secretary 2	___%	___%	___%	___%	___%	_____	___%	_____
Other (specify:)_____	___%	___%	___%	___%	___%	_____	___%	_____
VI. Other Support Personnel								
Teacher Aid (Instructional)	___%	___%	___%	___%	___%	_____	___%	_____
Teacher Aid (Noninstructional)	___%	___%	___%	___%	___%	_____	___%	_____
Other (specify:)_____	___%	___%	___%	___%	___%	_____	___%	_____
VII. Classroom Teachers								
# Released *Days*	___days	___days	___days	___days	___days	_____	___days	_____

Budget Items	$ Amount Paid by TUPE	$ Amount Paid by DFSC	$ Amount Paid by CADPE	$ Amount Paid by Grant	Indicate the Source of the Other Grant	$ Amount Paid by Grant	Indicate the Source of the Other Grant
I. Community Professionals, Consultants, and Agencies							
Law Enforcement	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
Fire Department/Paramedics	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
County Dept. of Health Services	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
County Dept. of Mental Health	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
Private Counseling Agencies	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
Private Health Care Agencies	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
Parents	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
Other (Specify:) _____	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
Other (Specify:) _____	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
Other (Specify:) _____	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
II. Stipends							
Participation Stipend	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
Materials Stipend	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
III. Materials & Equip.							
Instructional	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
Administrative	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
IV. Travel							
Conferences/Workshops/ Meetings	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
V. Other							
Conference & course fees	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
Facilities	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
Food	$ _____	$ _____	$ _____	$ _____	_____	$ _____	_____
COLUMN TOTAL	$ _____	$ _____	$ _____	$ _____		$ _____	

Comments: